

White Paper for The Citizens' Efficiency Commission

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The History and Nature of Joint Service Efforts in Sangamon County

Key findings:

- The literature on inter-local collaboration finds that a spectrum of difficulty exists for various types of collaboration.
- The literature indicates that informal or simplistic intergovernmental activities are generally perceived as less difficult to achieve, whereas the merging or consolidating of entities is more challenging.
- SSCRPC staff finds that six "C's" describe the basic strategies associated with efficiency efforts: Conservation, Communication, Cooperation, Coordination, Collaboration, and Consolidation.
- Examples exist in the history of Sangamon County's local governments for many common types of collaboration.

Introduction

In keeping with efforts to assist the Sangamon County Citizens' Efficiency Commission (CEC) in improving the economy, efficiency, and effectiveness of local units of government, and in light of the fact that no written history of many cooperative efforts among Sangamon County jurisdictions exists, SSCRPC staff developed this report as a compilation of the historical background of existing cooperative agreements. Although this report does not encompass all cooperative actions taken by jurisdictions in the region's past, it represents a thorough sampling of various types of efforts, and attempts to provide the CEC with some detail concerning the more formal and complex past collaboration efforts.

As it examined examples of collaboration, SSCRPC staff found that many research entities and task forces categorized collaborative efforts along a continuum from less difficult to more difficult. Often, such continua range from informal to formal agreements, encompassing a variety of cooperative local efforts.

Because past informal cooperative efforts received less attention and documentation than formal ones, fewer histories of these joint efforts exist. This is not unimportant as the SSCRPC staff's research suggests that service sharing is a cumulative process where harder and more formal efforts build on and include easier and more informal actions. SSCRPC staff recognizes that as the historical examples provided below grow increasingly complex, they include an increasingly wide variety of types of collaborative efforts.

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Examples of Previous Joint Actions

Rather than providing examples in chronological order, the SSCRPC has arranged the brief histories provided below on a continuum ranging generally from less difficult to more difficult. It based the continuum upon the institutional formality of service sharing and the number of entities involved. This arrangement represents a flexible categorization meant to illustrate the increasing levels of complexity in past joint efforts among and between units of government in the county. Although the examples presented are not exhaustive, they are broadly inclusive of larger joint efforts that have occurred in the region, and include a spectrum of possibilities and types of joint action that might be considered.

Easier Interlocal Activities

*Informal
Low resource
requirements
Loose linkages
Short term
Simple*

Informal Equipment Sharing between Sherman and Williamsville

The Villages of Sherman and Williamsville, given their close proximity and strong working relationship, exchange services and share equipment in their Public Works departments frequently. For example, Sherman provides vehicle maintenance services in exchange for the use of Williamsville bucket truck on an informal, as-needed basis.

Source: Personal Interview with Trevor Clatfelter, Village of Sherman

Joint RPFs and Privatized Workers Compensation Administration

In December 2011, Springfield and Sangamon County announced their approval of contracts for workers compensation case management services. The County and City issued a joint request for proposals, using combined purchasing power to contract with Triune Health Group at a lower rate. Having a private case management contractor is intended to benefit the employees and save the City money by detecting instances of fraud. The County formerly contracted with another entity, but is now expected to save about \$220,000 over the next two years. The contracts were at values of approximately \$160,000 and \$370,000 for the County and City, respectively. Each entity has been projected save on workers compensation expenses by having more efficient case management and by having improved rates on the contract for services due to the joint request for proposals.

Source: Presentation to CEC from Paul Palazzolo, Sangamon County Auditor;
State Journal-Register December 14, 2011.

Illioopolis Police Protection and Sheriff's Department Agreement

Upon losing its part-time police officer in 2010, the Village of Illioopolis discovered that off-duty sheriff's deputies from Sangamon County were available to patrol in Illioopolis. The Village agreed with the County Sheriff's office that it would pay for six randomly timed four-hour shifts from off-duty officers. The Village also pays for fuel expenses for the deputies, but no longer has to provide its own policing vehicles. The Village benefits from this agreement by saving salary, training, and equipment costs, while taking advantage of the increased experience and expertise of sheriff's deputies. Disadvantages include lack of control over labor costs and less familiarity between deputies and the patrol area.

For a more complete history, see Appendix A.

Shared Waste Management Contract between Sangamon County, City of Springfield, and Allied Waste

In 1991, Sangamon County submitted its first Solid Waste Plan to IEPA and established a tipping fee on waste at the Sangamon Valley Landfill, a portion of the revenue from which it used, in conjunction with grant funding, to implement recycling programs in the County. During the 1990s, Sangamon County became dependent for a time upon the Bearcat Transfer Station following the closure of the solid waste facility at the Sangamon Valley Landfill. Waste Management, the parent company of this station, also provided funding to the County for solid waste and recycling programs. When Allied Waste purchased the Sangamon Valley Landfill in 2002, it established a host agreement including provisions such as:

- Funding toward a public water connection for the properties in Springfield Township near the landfill
- Road improvements and free disposal for residents in this area
- 8,000 tons of free disposal annually to be divided between Springfield Township, the City of Springfield, and Sangamon County.

Because of the shared efforts toward this host agreement, all entities involved received many benefits in free tipping and revenues. With economic decline, however, Sangamon County reduced its part-time recycling coordinator position and suspended a number of recycling programs. Both the City and County's recycling coordinator positions became vacant in 2011-2012, and efforts to discern efficiency opportunities are underway.

For a more complete history, see Appendix B.

Shared Geographic Information Systems Database County-wide

In early 2000, Sangamon County implemented a Recorders' Document Fee, the revenues from which are split between the Recorder's office and the County Information Systems department. These revenues enabled the County to begin developing the County GIS system. The County developed agreements with the City of Springfield, the Springfield Metro Sanitary District, and the E911 Dispatch Center, in which these four entities would buy into the development and implementation of the GIS system, with payments provided over the span of four years under a cost-sharing formula. Total cost for implementing the system was approximately \$2 million. Entities involved also agreed to share data with other jurisdictions in the GIS system. Several smaller jurisdictions have entered agreements for GIS use under the same cost-sharing formula, with use varying by municipality. The GIS system also allows private individuals to request and purchase data. Further details of this collaborative effort include:

- In exchange for reduced payments for GIS buy-in, the City of Springfield provides Sangamon County with use of its high-capacity fiber communications system at several of the County's locations.
- The County continues to seek out additional opportunities for automation, so that customer services can be based online.

For a more complete history, see Appendix C.

Combined E-911 Emergency Dispatch Systems

In 1988, the Springfield Police Department, Springfield Fire Department, and Sangamon County Sheriff's Department combined their E-911 dispatch operations to develop the Sangamon County Combined Dispatch Center System. This body is governed jointly by the Mayor of Springfield, the Sangamon County Board Chair, and the Emergency Telephone Systems Department chair. The entities split funding for the center using a cost-sharing formula. The center built a new facility in 2005 using telecom 911 fee revenues.

Nearly all communities in Sangamon County now use the centralized dispatch system, with their only cost being a monthly fee for Mobile Data Center connections and maintenance. In 2011, the Village of Pawnee turned responsibility for its previously independent police dispatch over to the centralized dispatch system. This occurred at almost no additional cost to the County or E-911 Dispatch Center, yet the Village saved approximately \$200,000 annually by eliminating equipment needs and its three dispatch shifts. The large call volume of the E-911 Dispatch System enabled it to absorb Pawnee's calls without need for additional manpower.

Other benefits of the combined system include reduced overtime through cross-training staff, and added ability to innovate and adopt best practices.

For a more complete history, see Appendix D.

Shared Elections Functions across Sangamon County

In the 1996 General Election, voters in Sangamon County had opportunity to vote on a referendum that would eliminate Springfield's Election Commission. This referendum received a vote in favor of the consolidation of approximately 55% of those voting. In mid-1995, the City of Springfield, under the leadership of Mayor Karen Hasara, had announced plans which included the elimination of funding for the Board of Election Commissioners. Following this, the Mayor and County Board Chairman Mary Frances Squire began a petition drive to add a referendum to the 1996 ballot. Proponents and opponents of the consolidation issued competing "Fact Books," outlining differing sides of arguments and projected savings. Given the disparities in their projections, the bi-partisan Taxpayers' Federation of Illinois issued an independent report reviewing these findings, which projected a savings of just under \$300,000 annually.

Following the successful referendum, the City's Election Commission was disbanded. The County Clerk hired four employees from the former Commission, and absorbed all election functions for the county. Administrative steps were taken to achieve a fluid consolidation of the departments. The City saved approximately \$500,000 annually after the consolidation. The County experienced cost savings because it no longer had to contribute a designated share of the Director and Assistant Director's salaries or a reimbursement share payment to the City based on EAV. Cost savings also occurred because of bulk purchasing, elimination of City legal expenses, and cross-training of County Clerk's staff to handle increased seasonal workflow, rather than part-time employees. Estimated total savings to the County have been an average of 33% per four-year election cycle since the consolidation, or just over \$7 million in the 16 years since 1997.

For a more complete history, see Appendix E.

Consolidation of Park District and Springfield Recreation Department

In the late 1990s, in response to recurring dialogue about the duplication of services resulting from having two entities responsible for parks and recreation services within the City of Springfield, the Karen Hasara Administration began considering a consolidation of the Springfield Recreation Department with the Springfield Park District.

The idea of a consolidation met with significant resistance from various parties. The Park District voiced concerns about absorbing the Recreation Department's \$2 million budget and maintaining existing facilities. Consolidation opponents suggested that cost savings would not occur, but proponents indicated that it would lead to more efficient, better services. Proponents initiated a petition drive that culminated in a referendum on the 2000 General Election ballot. The advisory referendum asked "whether the Springfield Recreation Department should be abolished and its functions merged into the Springfield Park District." The referendum resulted in 67.9% of the voting public favoring the consolidation.

Because of the controversial nature of the consolidation, the Taxpayers' Federation of Illinois agreed to play a mediating role for the two parties' consolidation agreement. The resulting agreement allowed the City of Springfield to forward its Recreation-associated property tax levy to the Park District, while ceding its park service responsibilities. The City also agreed to relinquish fees it acquired through its various recreation facilities. Furthermore, the agreement resolved differences between the pay scales of the two union groups involved, both of which were AFSCME unions. Initially, payroll resolutions and the process of transferring costs led the entities to experience few savings, but also no increase in cost. Since the time of the consolidation, cost savings, primarily from attrition and other personnel cost reductions, have occurred.

For a more complete history, see Appendix F.

Combined Animal Control Facilities and Departments

In 1996, Sangamon County moved its Animal Control department under the County Health Department in accordance with the Illinois Animal Control Act. At this time, the County had informal cooperative relationships with the City of Springfield and rural municipalities. Since this time period, municipal arrangements have been formalized by intergovernmental agreement. Beginning in 2000, the County formalized a contract with the City of Springfield that allowed the County to take on the City's animal control responsibilities in exchange for approximately \$118,000 annually. Under this agreement, the County also assumed the City's animal control equipment and agreed that the contract rate shall increase only by the CPI annually. The rate is currently approximately \$137,000, and the combined animal control budget is \$1.1 million annually. Animal Control improvements following consolidation also include:

- The County now provides expanded service hours with extended four-day shifts for seven animal control officers.
- A new combined Animal Control facility, with increased disease prevention measures, was built in 2000.
- Web adoption efforts and increased cooperation with rescue units have led to a reduction in animals euthanized annually of nearly 40%.
- Increased volunteer and non-profit partnership opportunities exist, including spaying and neutering services from the Animal Protective League.

For a more complete history, see Appendix G.

Combined Health Department for Sangamon County and City of Springfield

After extensive debate among local officials, in April of 2005, a referendum was placed on the City of Springfield's ballot, questioning whether city residents would like the City Health Department to be dissolved and absorbed by the County. This referendum received a vote of 53.11% in support. The consolidation of the health departments went into effect in March of 2006. The Sangamon County Department of Public Health currently operates in a new combined facility. In doing so the Health Department spends \$105,000 less annually (adjusted for inflation), than it had prior to the Health Department consolidation. Prior to the merger the County and City conducted operations from four distinct health facilities. The single combined department now budgets approximately \$1.24 million annually, representing a total decline from the City and County's previous, separate departmental budgets. At the same time, it provides more services than the two Departments did prior to the merger. Due to attrition over time and a reduced need to fill vacancies in the combined department, thirty fewer employees are now on the payroll. Various measures taken to ease the transition into a combined department included:

- Transition teams department-wide included members of both departments' unions, and no County Health Department employees were required to unionize. The combined department created a master seniority list for all union and non-union members, which is still utilized.
- The Board of Health was required to add two aldermanic appointments for the first two years after the transition. These members have remained on the BoH.
- The County Health Department provides free flu shots for city employees.
- The County agreed to absorb the City's public health services without requiring payment from the City.

For a more complete history, see Appendix H.

Harder Interlocal Activities

*Formal
High resource
requirements
Tight linkages
Long term
Complex*

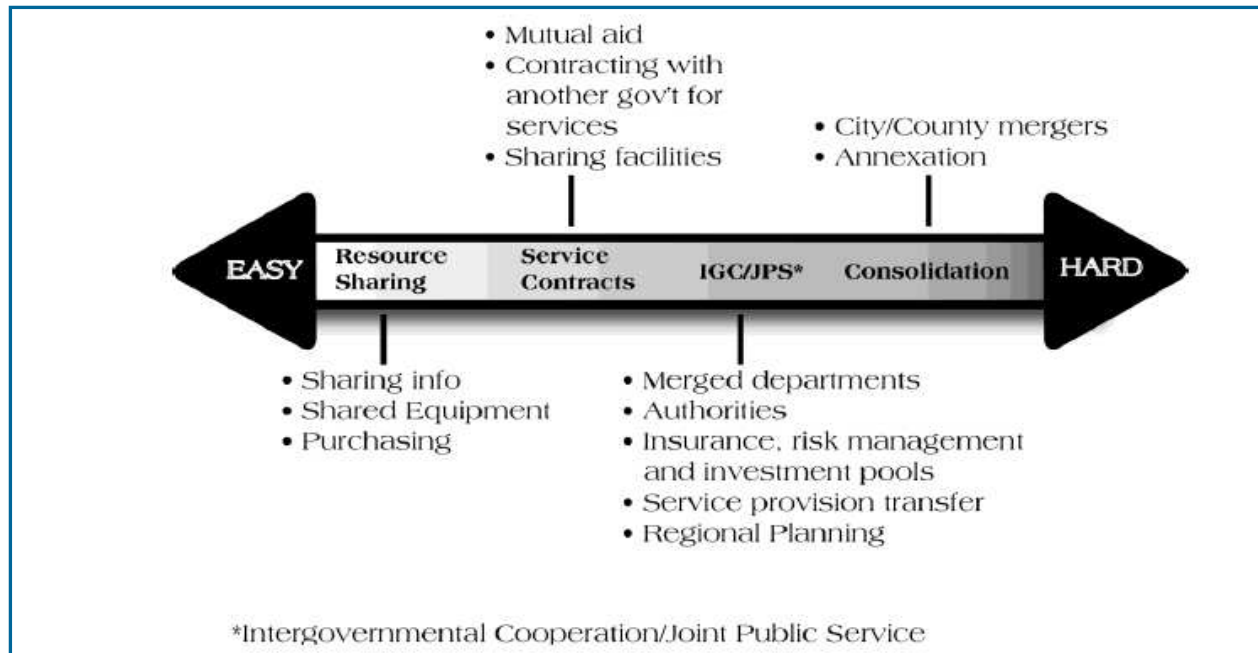
The Nature of Intergovernmental Coordination and Joint Sharing Efforts

In surveying the efforts of municipalities to coordinate services or share in service efforts, SSCRPC staff found that the difficulty continuum below (Figure 1), taken from a 2009 report by the Michigan Government Finance Officers Association (MGFOA), is relevant to what has historically occurred in Sangamon County.¹

The continuum parallels over-arching characteristics of ease and difficulty in local government cooperation identified by Ricardo Morse,² which SSCRPC staff also took into account when compiling its historical examples. Morse's characteristics describe "Easier Interlocal Activities" and "Harder Interlocal Activities" in the text boxes above, and anchored the SSCRPC's historical continuum.

As the MGFAO continuum suggests, entities can collaborate because of shared means or ends, and with varying numbers of entities and levels of institutional formality.

Figure 1: MGFOA Intergovernmental Collaboration Continuum



Considering Strategies for Joint Action: The “Six C’s”

SSCRPC staff additionally found that in the CEC’s work, there are opportunities where efficiencies can be gained not only through interlocal cooperation or collaboration, but through citizens or units of government working independently to reduce costs. While this document focuses on collaborative efforts at various levels of complexity and difficulty, the CEC may benefit from examining even simpler options.

In considering the various options, the strategies the CEC adopts can be summarized in six “C’s,” which parallel and expand upon many of the joint effort continua found in the literature.

These six C’s span a wide variety of possibilities for creating efficiencies in local government. Each requires increasing levels of interaction and increasingly intertwined jurisdictional operations, culminating in the consolidation of the two entities. Furthermore, as in the interlocal collaborative efforts examined in the literature, the six C’s build upon one another as they increase in complexity. The more complex C’s, such as “collaboration” and “consolidation”, also require tools from among the less complex C’s, such as “communication”.

The SSCRPC defines the six C's of local government efficiency in terms of increasingly institutionalized interaction with shared means and ends (see definitions, to the right). Each of these definitions can be applied to examples from the CEC's work and research. For instance, the CEC has endeavored to research possibilities for more efficient use of road maintenance equipment. Road maintenance equipment can be used more efficiently by employing any of the six C's.

Conservation of road equipment would be to manage maintenance tasks so equipment experiences less movement, fewer trips, or less strain.

Entities could engage in **communication** regarding maintenance equipment by developing an inventory of existing equipment. By sharing information on existing and available information, entities would have increased awareness of possibilities for sharing when needs arise. The Leaders' Peer Networks recommended by the CEC in early 2012 could facilitate such communication.

Efforts at **cooperation** may include one entity loaning equipment to another in a situation of need. **Coordination** would develop the process of loaning equipment among multiple entities, perhaps by common agreements which create an equipment-sharing schedule and tracking process. **Collaboration** would formalize this process, creating by intergovernmental agreement an equipment sharing and purchasing co-operative. Especially between these three of the six C's, definitional lines often blur as cooperative efforts increase in regularity and formality.

The Six C's of Citizens' Efficiency:

Conservation- reducing costs or inputs within a single entity or among individual members of the public

Communication- sharing knowledge or information among multiple entities

Cooperation- multiple entities working together by interacting through similar processes or means, though pursuing different ends

Coordination- multiple entities working together to pursue the same mission or ends, though working through distinct means or processes

Collaboration- multiple entities working toward the same ends and through the same means, by way of formal agreement

Consolidation- formal institutional combining or merging of two departments or governmental entities resulting from similarity in means and ends

Finally, **consolidation** in the example of road maintenance equipment would lead to the formal creation of a single entity or institution responsible for road maintenance or infrastructure repair. In this way, the example of maintenance equipment demonstrates the application of each of the six C's to the CEC's work.

Historical Examples and the Six C's Framework

The historical examples detailed above also demonstrate the relevance of the MGFOA continuum and the six C's to the CEC's work.

Continuum	Historical Example	"C's" Involved
<div>Resource Sharing</div> <div>Sharing Info/Equipment</div>	<div>Informal Equipment Sharing between Sherman and Williamsville</div>	<div>Conservation Communication</div>
<div>Purchasing</div>	<div>Joint RPFs and Privatized Workers Compensation Administration</div>	<div>Conservation Communication Cooperation</div>
<div>Service Contracts</div> <div>Mutual Aid</div>	<div>Illio polis Police Protection and Sheriff's Department Agreement</div>	<div>Conservation Communication Collaboration</div>
<div>Contracting with Another Government for Services</div>	<div>Shared Waste Management Contract between Sangamon County, City of Springfield, and Allied Waste</div>	<div>Conservation Communication Coordination Collaboration</div>
<div>Sharing Facilities</div>	<div>Shared Geographic Information Systems Database County-wide</div>	<div>Conservation Communication Cooperation Collaboration</div>
<div>Intergovernmental Cooperation/ Joint Public Service</div>	<div>Combined E-911 Emergency Dispatch Systems</div>	<div>Conservation Communication Collaboration</div>

<div>Merged Departments</div> <div>Consolidation</div>		Consolidation of Park District and Springfield Recreation Department	Conservation Communication Consolidation
		Shared Elections Functions across Sangamon County	Conservation Communication Consolidation
		Combined Animal Control Facilities and Departments	Conservation Communication Consolidation
		Combined Health Department for Sangamon County and City of Springfield	Conservation Communication Consolidation

Conclusions

As evident in these histories, and in spite of the myriad layers and types of local government in Sangamon County, some efficiency efforts and sharing of services have already been attempted. These cases can serve as examples both for the Citizens' Efficiency Commission and for the elected officials of Sangamon County, as they pursue further efforts to improve local government cooperation and collaboration.

There are several key points from these actions and agreements:

- Cooperation can span from simple to difficult and from informal to formal efforts.
- Public opinion through referenda can provide a powerful impetus for cooperation among local entities, even in situations of controversy.
- The CEC can encourage activities that require no interaction among entities, but cultivate efficiencies within single units of government or among individual citizens.
- No bright lines or sharp distinctions necessarily exist between different types of efficiency efforts, but each of the six C's are relevant to the CEC's work.

SSCRPC staff finds that, although there is some history of successful cooperative efforts in the region, the CEC can serve as a catalyst for continual efforts to develop a local government culture that emphasizes best practices for service

provision. Just as public opinion catalyzed change in some of the instances above, the CEC can utilize public support for well-validated recommendations to focus and encourage improved service provision, thereby learning from past examples. By using its philosophy statement to help target efficiency opportunities toward a fitting level of difficulty on the collaborative continuum, or the appropriate "C," the CEC can work to build this culture of efficiency and effectiveness through engagement in improved local service provision.

¹ Holdsworth, Art, et al. 2009. *Finance Department Cross Boundary Collaboration*. Position Paper from the Michigan Government Finance Officers Association.

² Morse, Ricardo S. 2005. *Facilitating Interlocal Collaboration: Community and the Soft Skills of Public Management*. Prepared for the 8th National Public Management Research Conference, University of Southern California.

**This White Paper prepared for the CEC by Jeff Fulgenzi and Amy Uden,
Springfield-Sangamon County Regional Planning Commission.**

The Springfield-Sangamon County Regional Planning Commission (SSCRPC) serves as the joint planning body for Sangamon County and the City of Springfield, as well as the Metropolitan Planning Organization for transportation planning in the region.

The Commission has 17 members including representatives from the Sangamon County Board, Springfield City Council, special units of government, and six appointed citizens from the city and county. The Executive Director is appointed by the Executive Board of the Commission and confirmed by the Sangamon County Board.

The Commission works with other public and semi-public agencies throughout the area to promote orderly growth and redevelopment, and assists other Sangamon County communities with their planning needs. Through its professional staff, the SSCRPC provides overall planning services related to land use, housing, recreation, transportation, economics, environment, and special projects. It also houses the Sangamon County Department of Zoning which oversees the zoning code and liquor licensing for the County.

The Commission prepares area-wide planning documents and assists the County, cities, and villages, as well as special districts, with planning activities. The staff reviews all proposed subdivisions and makes recommendations on all Springfield and Sangamon County zoning and variance requests. The agency serves as the county's Plat Officer, Floodplain Administrator, Census coordinator, and local A-95 review clearinghouse to process and review all federally funded applications for the county. The agency also maintains existing base maps, census tract maps, township and zoning maps and the road name map for the county.

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Appendix A: Illiopolis Police Protection Agreement History

As of 2009, the Village of Illiopolis employed one part-time police officer. The Village furnished this officer with a fully equipped squad car, and the officer drove this car to and from his place of residence near the City of Springfield. Around 2010, this officer resigned, and the Village President began to consider filling the position. Through this process, the Village President realized that he did not feel he had adequate expertise to evaluate or supervise police officers.

At this time, the Village President learned that it was possible to hire off-duty sheriff's deputies from Sangamon County to provide police protection to the incorporated areas in the County. The Village President undertook this hiring process through an informal agreement with Sangamon County. Under this agreement, officers patrolling Illiopolis have authorization to use their County squad cars while in Illiopolis. The Village pays for the fuel used during its patrol time, through an authorized charge account at a local gas station. The officers randomly patrol Illiopolis during their off hours from the County, in four-hour shifts. Illiopolis has a maximum for six shifts per week provided under this agreement.

The advantages associated with the arrangement include:

- Randomized patrol patterns lead to more effective police protection provision than a single part-time officer's regularly scheduled shifts.
- The variety of deputies assigned to various shifts in Illiopolis allows for fewer strong relationships with Village residents, resulting in fewer problematic instances of overlooked enforcement.
- The County Sheriff's Office benefits from increased understanding of local issues in Illiopolis and surrounding areas, due to increased time spent specifically in the area.
- Deputies have a familiar uniform command structure and are accountable to it.
- Illiopolis no longer has to provide expensive training for its local deputies, who receive their training in the course of their County employment.
- Illiopolis now has access to Sangamon County Sheriff's Department assets such as Investigations, Tactical Response Unit, and other policing services requiring more extensive training and expertise.

The disadvantages associated with the arrangement include:

- The sheriff's deputies do not enforce local ordinances specific to Illiopolis.
- Illiopolis has little control over labor costs, and is subject to increases in FOP off-duty rates as faced by Sangamon County.
- Official supervision of police protection now occurs at more remote distances.
- Deputies are less familiar with inner workings of Village people, places, and problems.

Although the Illiopolis Police Protection agreement has developed smoothly, in its early stages, the Village President has identified potential improvements to the system in place under the agreement. One possibility would be a set of common local ordinances for incorporated areas in the County, to allow for easier enforcement by sheriff's deputies. Another possibility would be to fund an additional sheriff's deputy through a referendum at the township level, allowing for police protection in a slightly larger region, with the possibility of a substation in this area.

Sources: Personal Interviews with Robert Winters, Village of Illiopolis, and Sangamon County Sheriff Neil Williamson

Appendix B: Solid Waste Management and Recycling Host Agreement History

Sangamon County's recycling history, in conjunction with solid waste management, begins in 1991. At that time, the County submitted its first Solid Waste Plan to IEPA, with goals of 15% recycling by 1995 and 25% by 1997. Sangamon County exceeded those goals, and the Solid Waste Plan has been updated in 1996, 2001, and 2006.

In April of 1991, Sangamon County passed an ordinance that established a tipping fee on waste deposited at the Sangamon Valley Landfill. The County used a portion of its funding to successfully seek and win a solid waste enforcement grant from the IEPA, hire a recycling coordinator; and to grant funds for recycling programs in Sangamon County. In 1992, the County formed the Community Advisory Committee for recycling, and over the next two years, it developed local recycling programs and Household Hazardous Waste collections, also using tipping fee revenues.

In 1994, with the closure of the solid waste facility of the Sangamon Valley Landfill under the management of E.S.G. Watts, Sangamon County became reliant on the Springfield Bearcat Transfer Station for receipt of local waste and funding for solid waste and recycling programs. The Bearcat facility sorted recyclables, and transferred waste to a facility in Taylorville.

Waste Management, Inc., the parent company of the Bearcat Transfer Station, at this time voluntarily entered into an agreement with Sangamon County to assist with funding for solid waste and recycling programs, providing approximately \$180,000 annually to the county. Revenue generated from the alternative funding in this agreement produced two-thirds of the revenue that had been generated by tipping fee. Grants to villages in Sangamon County were capped at a total of \$16,000, and some additional revenue was used to continue Household Hazardous Waste collections every other year through 2002.

In 2002, Allied Waste, Inc. purchased the Sangamon Valley Landfill. The County, with the assistance of the City and Springfield Township, established a host agreement with Allied Waste in April 2002 as permitted under ILCS 415 ILCS 5/39.2(e). As a result of this host agreement, local revenues were re-established to support solid waste and recycling activities based on waste deposited at the Sangamon Valley Landfill,

Provisions in the host agreement included: funding for connection to public water for 86 properties in Springfield Township that are near the Sangamon Valley Landfill, free disposal for these residents, improvement of Sandhill Road from Peoria Road to the entrance of the landfill, and 8,000 tons of free disposal annually to Sangamon County. The free disposal is divided with 5,000 to the City of Springfield, 2,000 tons to Sangamon County, and 1,000 tons to Springfield Township. Allied Waste paid for the estimated cost of the improvements to

Sandhill Road and public water connections, approximately \$790,000. Sangamon County paid the remainder of the costs over this estimate (up to approximately \$1 million), using a portion of tipping fees received annually, also part of the negotiated host agreement. Sangamon County received a host fee of \$2.54 per ton at the beginning of the host agreement period that has increased with the CPI each year since.

In November of 2009, economic decline, declining host fee payments, and property tax caps led to a suspension of funding for County recycling programs. The County also reduced its part-time recycling position to one day per week.

As of early 2012, the County generates revenues related to solid waste management and recycling in the following ways:

- 2,000 tons of free dumping, with tipping fee savings of approximately \$49 per ton, resulting in approximate savings value of \$98,000.
- Host agreement tipping fee of \$2.45 per ton, generating approximately \$80,000 quarterly. \$50,000 of this tipping fee is absorbed quarterly by costs. The remaining ~\$30,000 quarterly is split 50-50 with the City, resulting in ~\$60,000 annually to County.

As of early 2012, the City of Springfield generates revenues related to solid waste management and recycling in the following ways:

- 5,000 tons of free dumping, with tipping fee savings of approximately \$49 per ton, resulting in approximate savings value of \$245,000.
- \$60,000 annually from tipping fees split with County (see above).
- Independent host agreement between City and Allied Waste generating approximately \$20,000 in payments to City.
- \$0.50 recycling charge on waste collection bills within City.

Both the City and County maintain recycling coordinator positions as of 2011. In September of 2011, however, the Citizens' Efficiency Commission for Sangamon County received correspondence from Mr. Greg Stumpf, chair of the County Solid Waste Management Planning Committee. Mr. Stumpf notified the CEC that the county's recycling coordinator position had been vacant for some time, and requested that the Commission give consideration to the relationship between the recycling coordinator positions and the recycling programs of the two entities more broadly.

Source: Personal Interview with Jim Stone, Sangamon County
Department of Public Health

Appendix C: Regional Geographical Information Systems History

In July of 2000, Sangamon County implemented a Recorder's Document Fee, designating the revenues from this fee to be applied to a county-wide Geographic Information Systems project. The fee was initially \$3 per transaction, and has since been increased to \$10. Throughout the life of the fee, revenues have been split between the County Recorder and the GIS Fund, with the Recorder retaining \$1 of the fee, and GIS Fund receiving the remainder. Using the revenues associated with the GIS fee, the County Information Systems department hired a full-time employee in March of 2001 to begin developing the GIS system.

The first step in this process was to develop agreements between Sangamon County and the other jurisdictions that would be the principal entities involved in the system. These entities included the City of Springfield, the Springfield Metro Sanitary District, and the E911 Dispatch Center. In these agreements, the entities involved agreed to provide a series of four annual payments based on a formula developed by the County, which addressed ability to pay and potential use. These proportionate payments were based on the factors listed below:

- 1) 2001 budgets of each entity
- 2) 2001 percentage of the total parcels for each entity
- 3) 2001 Average Assessed value per mile
- 4) 2001 Average Population per mile
- 5) 2001 per capita assessment

Upon using the criteria to develop a cost share percentage, the percentages were applied to the planned total cost of implementing the GIS, including hardware, software, infrastructure, Aerial photography, Planimetrics, Topography, and Cadastral development costs. The total cost of GIS implementation was approximately \$1.7-2 million.

In addition to the four initial entities involved, other municipalities gradually entered the agreement under the same formula for payment, including: the Villages of Chatham, Sherman, Rochester, Williamsville, Divernon; and Clear Lake Township. GIS use varies by municipality, with some using data directly, and others making it available to engineering firms working with their municipality.

There are several other noteworthy provisions in the GIS agreement. Entities are required under the agreement to share all geographic data with the County GIS system. To terminate the agreement, the terminating entity is required to reimburse one half of the amount paid to enter the agreement (except for the City of Springfield, which is required to pay a flat fee of \$500,000). The GIS system also allows private individuals to request and purchase data. As part of its initial agreement, the City of Springfield agreed to buy into the GIS system at a lower rate in exchange for the county's free use of high capacity fiber communications systems for the County's main complex and its outlying

buildings, including the Department of Public Health, the County Highway Department, the Animal Control center, and the E911 Dispatch Center.

Building upon these collaborative efforts, the County-wide GIS system continues to allow for additional efficiencies and improvements in service through direct access by residents to mapping information. Currently, GIS mapping capabilities have been added to seven walk-up terminals in the Sangamon County Building. Other GIS innovations underway include the pilot use of live GIS mapping for election results in the upcoming primary and general elections. Sangamon County is also working to develop applications for individual residents to access parcel and tax information over the internet, to increase ease of automated access and reduce traffic in the Sangamon County building.

Source: Personal Interviews with Wayne Rovey and Tracy Garrison, Sangamon County Information Systems Department

Appendix D: Combined E-911 Centralized Dispatch Services History

Before 1988, the Springfield Police Department, Springfield Fire Department, and Sangamon County Sheriff's Department each had an independent dispatch system. At that time, the entities came together to develop the Sangamon County Combined Dispatch Center System (SCCDS). This new body was governed by the Mayor of Springfield, the Sangamon County Board Chair, and the Emergency Telephone Systems Department (ETSD) chair. Funding for the new dispatch center was divided amongst the three governing entities. ETSD provides 10% of the center's funding, and the City and County split the remainder through a cost-sharing formula based on population and calls for service, which usually results in proportions of about 65% and 35%, respectively.

The new facility for the dispatch center, located on the County's properties near Dirksen Parkway, was built in 2005. ETSD funded the building with revenue from 911 fees on phone bills. Eight dispatchers and one supervisor currently make up the minimum manning for a single shift at the E-911 Center. Employees are unionized under IBEW.

Nearly all communities in Sangamon County now use the centralized dispatch system. Dispatch services are provided at almost no cost, although ambulances and police forces outside the City of Springfield pay \$100 monthly for each Mobile Data Center (MDC) connection beyond the single free connection provided to each jurisdiction, and for maintenance performed by the Dispatch Center personnel. The back-up or rollover dispatch system for the centralized system is that of the Village of Auburn, and a back-up center also exists under the Sangamon County building.

In 2011, the Village of Pawnee turned responsibility for its dispatch over to the centralized dispatch system, although it previously had its own dispatch for its police services. This occurred at almost no additional cost to the County or E-911 Dispatch Center, because the small volume of Pawnee calls allowed E-911 to absorb its dispatch demand without great impact on the cost-sharing formula for Sangamon County. Furthermore, the large call volume of the E-911 Dispatch System enabled it to absorb Pawnee's calls without need for additional manpower. The Village saved approximately \$200,000 annually by eliminating equipment needs and its three dispatch shifts.

Other benefits of a centralized dispatch system include more efficient and standard training for dispatchers, including continued efforts to cross-train dispatchers and thereby reduce overtime expenditures. The centralized dispatch center is also working to adopt innovations and best practices such as the capacity for citizens to contact E-911 through text messaging.

Source: Personal Interview with Dave Dodson, Executive Director, E-911
Centralized Dispatch

Appendix E: Sangamon County Combined Elections History

In the 1996 General Election, voters in Sangamon County had opportunity to vote on a referendum that would eliminate Springfield's Election Commission. This referendum received a vote in favor of the consolidation of approximately 55% of those voting.

The vote was the culmination of a debate regarding election consolidation that began in mid-1995, when the City of Springfield, under the leadership of Mayor Karen Hasara, announced plans to reorganize local government, which included the elimination of funding for the Board of Election Commissioners. Following this, the Mayor and County Board Chairman Mary Frances Squire began a petition drive to add a referendum to the 1996 ballot. Proponents and opponents of the consolidation issued competing "Fact Books," outline differing sides of arguments and projected savings. Given the disparities in their projections, the bi-partisan Taxpayers' Federation of Illinois issued an independent report reviewing these findings, which projected a savings of just under \$300,000 annually.

Arguments for the consolidation included:

- Increase accountability by having the elected County Clerk, rather than appointed Commissioners, overseeing the election process
- Bi-partisan oversight from both the County Board and the voting public
- Reduction in voter confusion by having a single office responsible for all election functions
- Less duplication of services
- Minimal expenses required to consolidate
- Complete election returns can be processed more quickly

In contrast, arguments against the consolidation included:

- Bi-partisan structure of existing Election Commission key to accountability in elections
- No financial savings exist; consolidation could lead to increase in County property taxes
- Increased likelihood of unfair/fraudulent elections
- Confusion for voters with transition
- Difficult legal process to transfer election functions
- Administrative difficulties with merging unlike systems

Following the successful referendum, the City's Election Commission was disbanded. The County hired four employees from the former Commission, and absorbed all election functions for the county. Administrative steps taken included consolidation of voter registration records, issuance of new VTID cards, consolidation of street files and other electronic documents, public education efforts, resolution of primary election policies, and overcoming physical differences in equipment, space, and volume of customers.

The consolidation occurred without difficulties, and many of the arguments against consolidation did not hold true. The City saved approximately \$500,000 annually by not having to fund the Election Commission. The County experienced cost savings because it no longer had to contribute a designated share of the Director and Assistant Director's salaries or a reimbursement share payment to the City based on EAV. Cost savings also occurred because of bulk purchasing, elimination of City legal expenses, and cross-training of County Clerk's staff to handle increased seasonal workflow, rather than part-time employees. Estimated total savings to the county have been an average of 33% per four-year election cycle since the consolidation, or just over \$7 million in the 16 years since 1997.

Source: Personal interview with Joe Aiello, Sangamon County Clerk

Appendix F: Springfield Recreation Department and Springfield Park District Consolidation History

In 1993, a committee appointed by Springfield Mayor Ossie Langfelder to study parks and recreation functions within the City disbanded without reaching a clear agreement on whether combining the Springfield Park District and the City's Recreation Department would streamline functions and be more efficient. However, in response to recurring dialogue about the duplication of services resulting from having two entities responsible for parks and recreation services within the City of Springfield, the Karen Hasara Administration began considering a consolidation in the late 1990s. The City of Springfield sponsored a petition drive that culminated in a referendum on the 2000 General Election ballot. The advisory referendum asked "whether the Springfield Recreation Department should be abolished and its functions merged into the Springfield Park District." The referendum resulted in 67.9% of the voting public favoring the consolidation.

This mandate from the citizens played a significant role in catalyzing the consolidation, which met with significant resistance from various parties throughout the process. Concerns about maintaining or reducing cost levels surfaced especially from Park District officials, because of the perceived difficulties of absorbing the Recreation Department's approximately \$2 million budget into the Park District's budget of approximately \$11 million. Of primary concern in the dialogue were City-owned facilities, particularly the Lincoln Greens golf course, for which the City had not prioritized maintenance in previous years due to budget constraints. The Park District Board expressed concerns about adopting the cost of maintaining these facilities and others, such as Lanphier Park. In addition to resistance from the Park District, some City aldermen had concerns about continuing quality of service and upkeep of local parks after the consolidation.

Because of the controversial nature of the consolidation, the Taxpayers' Federation of Illinois agreed to play a mediating role as the two parties developed a consolidation agreement. An eleven-member committee was appointed to study the issue under the chairmanship of TFI's Tim Bramlet, beginning in August 2000 and continuing beyond the referendum's passage. Nearly two years of negotiations went into crafting an intergovernmental agreement to achieve the consolidation. The resulting agreement allowed the City of Springfield to forward the portion of its property tax levy associated with the Recreation Department to the Park District, while ceding its park service responsibilities. The City also agreed to relinquish fees it acquired through its various recreation facilities. Furthermore, the agreement resolved differences between the pay scales of the two union groups involved, both of which were AFSCME unions.

Initially, payroll resolutions and the process of transferring costs led the entities to experience few savings, but also no increase in cost. Since the time of the consolidation, cost savings, primarily from attrition and other personnel cost

reductions, have occurred. Savings have also occurred in golf operations, and concerns about facility maintenance appear to have been alleviated in recent years.

Source: Brian McFadden, Sangamon County Administrator, former City of Springfield Mayor's Chief of Staff; State-Journal Register

Appendix G: Sangamon County Combined Animal Control History

Developments leading to the current system of animal control in Sangamon County began in 1996, when Sangamon County moved its stand-alone Animal Control Department under the County Department of Public Health. This shift occurred within the parameters set out for the use of animal regulatory fees in the Illinois Animal Control Act (510 ILCS 5/7 Sec.7). At this time, the City of Springfield had separate animal control capabilities, a service which was provided alternately by the Springfield Police Department and the City Health Department for a number of years. Also during this time period, a loose system of informal cooperation between the county and rural municipalities existed.

The relationship between the Sangamon County Department of Public Health and outlying villages/municipalities has since been formalized by intergovernmental agreement, so that the County Department of Public Health enforces villages' animal control ordinances in exchange for payment by the municipality for the handling of animals, utilizing a fee-for-service concept for the agreements' structures. Formal agreements also provide that local villages establish one officially authorized point of contact between the village and the County Department of Public Health. This structure facilitated an opportunity for Villages to control their costs by way of screening and limiting the total volume of calls for service placed from a given village, while also reducing direct call load to the County. Twenty-five of the twenty-six incorporated local municipalities have such agreements with the County Health Department.

In 2000 and early 2001, the County negotiated and enacted formalized contracts that placed responsibility for animal control services for the City of Springfield in the hands of the County. The original contract, which took effect in January of 2001, provided approximately \$118,000 from the City of Springfield to the Sangamon County Department of Public Health in exchange for taking on these responsibilities. The County acquired three full time animal control officer positions, two of which were vacant at the time of the transition. The Department of Public Health added one support staff member to handle direct calls from Springfield residents. County Animal Control accepted responsibility for providing a thirty-minute response time for Springfield Police Department calls. As part of the consolidation agreement, the County also assumed the City of Springfield's animal control equipment. Another provision of the agreement details that the contract rate shall increase only by the previous year's CPI. As of 2011, the contract rate is approximately \$137,000 annually. The combined animal control budget for the County Department of Public Health is \$1.1 million annually as of 2011.

Among the numerous benefits that have accrued following the consolidation, the County increased its number of Animal Control officers to seven, and found that, due to minimal animal control call demand during evening hours, it could

provide expanded hours of service seven days a week with extended four-day work weeks for the officers.

Other improvements in service provision for Animal Control in Sangamon County since the time of consolidation include but are not limited to the following:

- In 2000, the County built a new Animal Control Facility, costing approximately \$800,000. In this facility, numerous health improvements have been made, including solid side partitions between animals, which prevent the spread of disease.
- The Animal Protective League, through a public-private partnership, now provides spaying and neutering services to the County. This reduces costs for the County and also provides a dedicated revenue stream. Furthermore, the arrangement qualifies the APL for grant funding opportunities.
- The County Animal Control Center generally receives 6,000-8,000 animals per year. In the past, approximately 3,800 animals were euthanized annually. Due to increased efforts to reduce these numbers, interaction with around fifty rescue groups, and web use for animal adoption services, Animal Control has reduced this number to approximately 2,400 per year.
- Expanded opportunities now exist for volunteers to provide services at the Sangamon County Animal Control Center.

Source: Personal Interview with Jim Stone, Sangamon County
Department of Public Health

Appendix H: Combined Health Department for Sangamon County and City of Springfield

Prior to the consolidation of the Sangamon County and City of Springfield Departments of Public Health, the combined budgets of the two entities were approximately \$8.6 million dedicated to public health services. Adjusted for inflation, this combined budget would be \$9.65 million today. The FY 2012 budget for the combined department is \$8.41 million. This represents an annual spending reduction of \$1.24 million as a result of the consolidation.

At the time there had extensive debate about the costs and potential savings of such merger. Some local officials were steadfastly opposed to concept. Tim Davlin, Mayor of Springfield in 2004, decided to place the question in the form of a non-binding advisory referendum for residents of the City of Springfield. The question asked the City residents if they wanted to dissolve their City Health Department and be absorbed by the County Health Department. The merger was supported by a vote of 53.11% of the voting City residents in the April 2005 Consolidated Election.

The City was responsible for approximately \$1.3 million of the City Health Department's budget in 2005. The consolidation of the two departments went into effect on March 1, 2006, freeing these funds for the City to reallocate for other services.

With the consolidation of these departments, no lay-offs occurred, yet thirty positions have been eliminated through attrition since the consolidation occurred. Due to the existence of AFSCME Union members in the former City Health Department, the consolidation occurred in a manner which allowed employees who were either union or non-union at the time to maintain their respective status. Following the consolidation, some previously non-union employees of Sangamon County also unionized into LiUNA.

Initially, AFSCME employees were given first priority for opportunities for overtime work within the City limits. After these overtime demands proved too frequent for the AFSCME employees to meet, overtime opportunities were then extended to LiUNA employees as well. In the most recent union contracts with the County Department of Public Health (as of January 2012), a master seniority list of both union and non-union employees has been created, and Health Department functions are thoroughly integrated across both unions' and non-union employees.

Transition teams for each section of the merged Department were created to include equal numbers of City, County, union and non-union members. These transition teams consisted of "frontline" employees responsible for functions such as merging former departments' respective documentation, policies and procedures.

Another such mechanism to ease the consolidation transition occurred with regard to the Board of Health for the shared department. Although State statute requires a Board of Health for a population of Sangamon County's size to have eight members, Sangamon County initiated a process that resulted in an amendment to State statute, which allowed for two additional aldermanic appointments to a Board of Health (55 ILCS 5/5-25012). This system remained in place for the first 2 years of the merger. After 2 years, the Board of Health still had 10 members, but the makeup of the Board was not required to have 2 City of Springfield Alderman. However, to date, 2 of the BoH members are still City Aldermen.

In order to ease concern related to the power to terminate employment in a merged Department, a new review process was created. The new transition agreement provided for a shared tribunal to review employment decisions affecting City health employees. For two years following the transition, a panel with a member of the Board of Health, a city appointee, and a County Department of Public Health appointee were required to agree unanimously on all personnel questions. This panel never had cause to convene, and was eventually disbanded.

Finally, as the City Department of Public Health did before the consolidation, the combined County Department of Public Health provides free flu shots to City employees.

The Sangamon County Department of Public Health currently operates in a new combined facility. In doing so the Health Department spends \$105,000 less annually, (adjusted for inflation), than it had prior to the Health Department consolidation. Prior to the merger the County and City conducted its operations from four distinct health facilities. The single combined department now budgets approximately \$1.24 million, less than the City and County's separate departments had previously, and at the same time provides more services than the two Departments did prior to the merger. Due to attrition over time and a reduced need to fill vacancies in the combined department, thirty fewer employees are now on the payroll. The merger agreement between the City, the County, and the Board of Health is available as an appendix.

Source: Personal Interview with Jim Stone, Sangamon County
Department of Public Health

Appendix I: Merger Agreement Between City of Springfield, Sangamon County, and Board of Health